



City of Seattle

Edward B. Murray, Mayor

Department of Planning and Development

D. M. Sugimura, Director

CITY OF SEATTLE ANALYSIS AND DECISION OF THE DIRECTOR OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT

Application Number: 3016917

Applicant Name: Dave Schneider, LMN Architects, for R.C. Hedreen Co.

Address of Proposal: 808 Howell Street

SUMMARY OF PROPOSAL

Land Use Application to allow a 45-story hotel building that includes an 8-story podium of meeting rooms, ballrooms and hotel functions, 1,264 hotel rooms, street-level retail and restaurants totaling 17,016 sq. ft. Parking for 505 vehicles will be located below grade. Four existing structures will be demolished. A Final Supplemental EIS (FSEIS) for the *Ninth & Stewart Mixed-Use Development* has been prepared.

The following approvals are required:

Design Review – Chapter 23.41 Seattle Municipal Code.

Development Standard Departures from upper level modulation (required on Stewart Street and 8th Avenue upper facades). (SMC 23.49.058.B.2)

Development Standard Departure from upper level setback on designated Green Street (9th Avenue). (SMC 23.49.058.F.2)

Development Standard Departure to exceed upper level width limit of the structure parallel to the Avenues (8th & 9th). (SMC 23.49.058.C)

Development Standard Departures from façade setback limits between the street lot line and street façade (Stewart Street, 9th & 8th Avenues). (SMC 23.49.056.B)

Development Standard Departure from minimum continuous façade height of a Class 1 pedestrian street (8th Avenue). (SMC 23.49.056.A)

SEPA – Environmental Determination – Chapter 25.05 Seattle Municipal Code.

SEPA DETERMINATION: ☐ Exempt ☐ DNS ☐ MDNS ☒ EIS**

☐ DNS with conditions

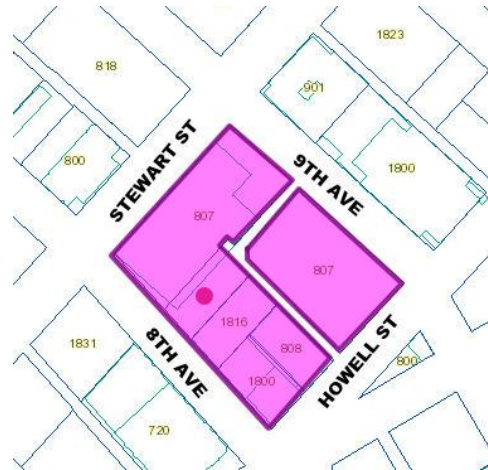
☐ DNS involving non-exempt grading or demolition,
or involving another agency with jurisdiction.

*The Director of DPD published notice of availability of the Final Supplemental EIS on September 29, 2014, and has determined that the FSEIS has provided adequate analysis of the proposal.

Site area: 92,031 sq. ft., proposed buildout area is 63,924 sq. ft.

Site Zone: DOC2 500/300-500

Nearby Zones: (North) DOC2 500/300-500
(South) DOC2 500/300-500
(East) DMC340/290-400
(West) DOC2 500/300-500



Current Development

There are currently four structures and two surface parking lots located on the development site. The three story masonry building along the north edge of the site, addressed as 807 Stewart Street, formerly functioned as the Greyhound Bus Terminal. The other structures include: a retail building at 1816 8th Avenue, “The Bonair,” at 1800 8th Avenue, a four-story mixed use building with retail and 48 apartment units, and a seven-story office structure, the “Roffe Building,” at 808 Howell Street.

Vehicular access is currently from the alley and via curb cuts on 8th Avenue, 9th Avenue and Howell Street.

This site is located in Seattle’s Downtown Urban Center and within the Denny Triangle Neighborhood. More specifically, the site occupies one full block that is bounded by Stewart Street on the north, Howell Street on the south, Eighth Avenue on the west and Ninth Avenue on the east. Although Eighth and Ninth Avenues are aligned in a northwest/southeast direction and Stewart and Howell Streets in a generally northeast/southwest direction within the existing street grid, to simplify discussion in the FSEIS and in the architects’ presentations, 8th and 9th Avenues are assumed to lie in a north/south direction and Stewart and Howell Streets are assumed to line in an east/west direction.

The full city block is slightly irregularly-shaped along its western boundary due to the convergence of separate street grids in the area. An “L”-shaped, 16-foot wide public alley bisects the block. Once running generally north/south between Stewart and Howell Streets, the north 120 feet of the alley was vacated in 1927 (Ord.#52344), with a connecting parcel from the alley running to 9th Avenue dedicated in 1928, thus forming the “L”-shaped, aveu-serif, alley that exists today.

The project site slopes approximately 22 feet from east to west.

The surface parking located at the southeast corner of the block, currently accessory to existing uses across the alley and addressed like the building that formerly housed the Greyhound Bus Terminal as 807 Stewart Street, would be reconfigured but remain accessory to the new uses on the block.

The pattern of existing land uses immediately surrounding the project includes a mix of office, residential, medical, hotel and parking uses. Gethsemane Lutheran Church, together with a connected apartment for low income individuals, lies directly across 9th Avenue to the east. In the immediate area surrounding the proposal site several new projects have been completed or have received land use and/or construction permits.

DESIGN REVIEW ANALYSIS

EARLY DESIGN GUIDANCE MEETING: April 22, 2014

The packet includes materials presented at the meeting, and is available online by entering the project number at this website:

http://www.seattle.gov/dpd/Planning/Design_Review_Program/Project_Reviews/Reports/default.asp.

The packet is also available to view in the 3016917 file, and by contacting the Public Resource Center at DPD:

Mailing Public Resource Center
Address: 700 Fifth Ave., Suite 2000
P.O. Box 34019
Seattle, WA 98124-4019

Email: PRC@seattle.gov

The proposal is related to another project for proposed development at this site (3013951). That project, larger in scope and footprint, would construct a building that would cover the entire block and would require the City's vacating of the existing "L"-shaped alley. This present proposal would construct a building that would occupy the space north and west of the existing alley while modifying but maintaining the surface accessory parking lot which lies to the south and east of the alley.

The proposed development is for a 500-foot tower hotel building, with approximately 1,270 guest rooms located above ground floor retail/restaurant space. The hotel would rest upon a five-story podium occupied by approximately 85,000 square feet of meeting rooms and ballroom space. Five levels of proposed underground parking would accommodate approximately 450 automobiles. Six truck-loading bays would also be accommodated at grade off the alley. As proposed in the preferred scheme, the common parking garage would take access from an interior drive connecting 8th to the alley. Trucks would utilize the same driveway off 8th Avenue. Project work for the proposal would include landscape and pedestrian improvements along each of the four encompassing streets, with "Green Street" improvements required on the portion of 9th Avenue abutting the proposal.

At the Early Design Guidance meeting the design team from LMN architects briefly touched upon the development objectives, identified as: providing a hotel on site that functions efficiently, with ground level related retail and restaurants that will activate the streetscapes primarily along 8th Avenue and along Stewart Street.

“Site functionality” was given a good deal of attention in the presentation, with comparisons made in the printed materials to other Seattle hotels. Three alternative massing models were briefly presented to the Board. Alternative “A” placed the hotel tower on Stewart Street with lobbies and pre-function spaces for meeting rooms aligned beneath the tower. A five-story podium extended along 8th Avenue to the intersection with Howell Street, and included ballroom spaces above the primary truck loading dock. Alternative “B” placed the tower along 8th Avenue, with lobby and pre-function spaces extending along the 8th Avenue and Howell Street edges of the structure, enabling the loading dock to be located at the northeast quadrant of the site. The ballroom spaces were located in the podium above the loading bays and extended along Stewart Street. Alternative “C,” the alternative preferred by the applicants, located the hotel tower at the southernmost edge of the site, generally aligning it with the Howell Street and 8th Avenue edges. Lobbies and pre-function spaces would be located beneath the tower. The hotel lobby would align with a *porte cochere* just off the southern portion of the alley. The truck loading would be relegated to the portion of the podium running between Stewart Street and the northern leg of the alley. It would be pulled to the alley so as to allow retail spaces surrounding it to face onto 9th Avenue, Stewart Street and 8th Avenue.

PUBLIC COMMENT

The following comments, issues and concerns were raised:

- Place the tower structure close to Stewart Street; it would be closer to office structures and allow more breathing space to the residential towers near Olive and 8th
- Prefer Option “A” over applicant’s preferred Option “C”
- A “giant step backwards,” compared to the earlier proposal (#3013951) for a full-block build-out with an alley vacation
- The biggest flaw with this proposal is that in effect it relies on using the public alley for private purposes
- Proposal is incomplete without providing information regarding development potential of the lot on the corner of 9th and Howell, not included as part of this proposal
- Appears “less thoughtful” than earlier proposal (#3013951), and “less sensitive”
- The big question, given all the functional requirements serving the hotel, how will the alley maintain its status as “public space”?

BOARD’S DELIBERATIONS

The Board began its deliberations with the Chairperson noting some basic areas that stood in need of further discussion and resolution:

- the location of the hotel tower
- the functionality of the alley and the relationship of alley to the proposed *porte cochere*
- the proposed podium, does it do enough to meet the street and activate the sidewalks at each of the three street edges?
- the requested departures: how do they enhance the proposal?

LOCATION of the TOWER

Despite public comment preferring the location of the tower along Stewart Street, the Board members were in agreement that locating the tower to anchor the corner of 8th and Howell as in the applicant’s “Preferred Alternative (“C”), made the most sense, functionally and aesthetically.

Extending the tower to the street corner provided a northern edge to the Olive/Howell triangle and was considered a strong urban design move. This also allowed for the shadows cast by the tower to fall across the site and to be partially contained. The location allowed the lobby and lounge areas of the hotel to enliven the sidewalks along Howell and 8th while the retail wrap of the loading bays parallel to Stewart Street allowed for retail on 8th, Stewart and 9th, retail uses oriented in a more pronounced way to the upper Denney Triangle area. The Board acknowledged that the applicants had done a good job in siting the development and of explaining “*why*,” in the preferred scheme, “things were where they were.”

FUNCTIONALITY of the ALLEY

Likewise, the Board was agreed with the appropriateness of uses set along the dog-legged alley. In providing a driveway running from 8th Avenue and joining the portion of the alley running from the middle of the block to 9th Avenue, truck maneuvering and loading/unloading was effectively disengaged from *porte cochere* operations located on the portion of the alley perpendicular to it and intersecting with Stewart Street. There would be sufficient length of the area in the alley for taxi and valet drop off, located away from the truck-loading area and pathway.

While accepting the principles of the separate truck-loading and passenger drop-off/pick-up zones, the Board made it clear that they would like to see much more detail about how the *porte cochere*, in particular, would actually work. Additionally, the Board was clear in their request that questions of functionality should be couched within a wider presentation that addressed the issue of clearly maintaining a sense of public space and even pedestrian public space within the alley. Aspects of sidewalks, staff entries, pedestrian shortcuts, each safe and attractive, needed to be addressed. How can the alley function as needed for hotel purposes and vehicular mobility and still maintain itself as a space that transcends that functionality? The answer to that question might well be the measure of the ability of the alley to maintain itself as a public space.

ENGAGING FACADES

Providing for an engaging experience as well as for functionality along the lower levels of the podium was an obvious challenge for the project. Since the upper podium levels along the alleyways would be needed for back-of house functions, and since these upper facades would be clearly viewed from 9th Avenue and from Stewart Street, their treatment was a vital challenge for achieving an attractive, integrated design. The alley facades should be treated as if they were street-facing facades, the Board commented. Design should address a building with six (or seven) distinct facades. Related to this, the Board would expect at the next meeting to see a clear presentation of what could be built on the lot cornering on the 9th and Howell intersection.

The Board was not impressed with what they was referred to as the “saddle bag” sitting at the lower portion of the north-west facing (Stewart Street) façade of the hotel tower. There was a strong call from the Board that this protuberance, fitted to accommodate rooms and elevators terminating at a lower level of the tower, needed to be more finely integrated with the tower. This might well mean some integration into a tower conceived more sculpturally, one less fiercely rectilinear.

OTHER ISSUES

The street-level façade on 8th Avenue should be made inviting; the area described as “lounge” should become a “nice moment” at the corner and northward along the block of 8th Avenue, especially since it will need to contrast with the large, low-ceilinged opening proposed for abetting large truck turns into the interior of the site. There too, attention must be paid to offering an adequate invitation for pedestrians as well as vehicles to venture in. With the grand gestures made toward porosity and transparency around the whole-block podium of the earlier proposal now gone, even greater attention must be given to the finer grain, to making the retail spaces and areas along the sidewalks “zing”.

Generally, the Board members were convinced that this proposal was going in the right direction, that the development team was asking the right questions and that it should proceed to further design development, with the assistance of the Board’s guidance, and to Master Use Permit application. There was, nonetheless, a sense of disappointment shared by the Board, especially the three Board members who had recommended approval of DPD Proposal #3013951 for the same site. That feeling was conveyed in the thought that what had earlier been recommended for approval by the Board was a proposal for a *Grand Convention Hotel*, while the current proposal was for a conventional hotel, albeit aggrandized. The Board would be delighted to see, when the proposal was returned, a touch of something special, a certain bestowal of elegance or grace, that would embolden the proposed building to be more than just another Seattle hotel.

DESIGN GUIDELINES

After visiting the site, considering the analysis of the site and context provided by the proponents, hearing public comment, and addressing their major concerns regarding the proposal, the Design Review Board members, at the time of the first early design guidance meeting, provided the siting and design guidance described above and identified by letter and number those siting and design guidelines found in the City of Seattle’s *Design Review Guidelines for Downtown Development* they believed to be of highest priority for this project.

A. Site Planning

A-1 Respond to the Physical Environment

Develop an architectural concept and compose the building’s massing in response to geographic conditions and patterns of urban form found beyond the immediate context of the building site.

A-2 Enhance the Skyline

Design the upper portion of the building to promote visual interest and variety in the downtown skyline.

B. Architectural Expression: Relating to the Neighborhood Context

B-1 Respond to the Neighborhood Context

Develop an architectural concept and compose the major building elements to reinforce desirable urban features existing in the surrounding neighborhood.

B-2 Create a Transition in Bulk and Scale

Compose the massing of the building to create a transition to the height, bulk, and scale of development in neighboring or nearby less-intensive zones.

*B-3 Reinforce the Positive Urban Form and Architectural Attributes of the Immediate Area
Consider the predominant attributes of the immediate neighborhood and reinforce desirable siting patterns, massing arrangements, and streetscape characteristics of nearby development.*

*B-4 Design a Well-Proportioned and Unified Building
Compose the massing and organize the publicly accessible interior and exterior spaces to create a well-proportioned building that exhibits a coherent architectural concept. Design the architectural elements and finish details to create a unified building, so that all components appear integral to the whole.*

C. The Streetscape: Creating the Pedestrian Environment

*C-1 Promote Pedestrian Interaction
Spaces for street level uses should be designed to engage pedestrians with the activities occurring within them. Sidewalk-related spaces should be open to the general public and appear safe and welcoming.*

*C-2 Design Facades of Many Scales
Design architectural features, fenestration patterns, and material compositions that refer to the scale of human activities occurring within them. Building facades should be composed of elements scaled to promote pedestrian comfort, safety, and orientation.*

*C-3 Provide Active, Not Blank, Facades
Buildings should not have large blank walls facing the street, especially near sidewalks.*

*C-4 Reinforce Building Entries
To promote pedestrian comfort, safety, and orientation, reinforce the building's entry.*

*C-5 Encourage Overhead Weather Protection
Encourage project applicants to provide continuous, well-lit overhead weather protection to improve pedestrian comfort and safety along major pedestrian routes.*

*C-6 Develop the Alley Façade
To increase pedestrian safety, comfort, and interest, develop portions of the alley façade in response to the unique conditions of the site or project.*

D. Public Amenities: Enhancing the Streetscape and Open Space

*D-2 Enhance the Building with Landscaping
Enhance the building and site with substantial landscaping, which includes special pavements, trellises, screen walls, planters, and site furniture, as well as living plant material.*

*D-5 Provide Adequate Lighting
To promote a sense of security for people downtown during nighttime hours, provide appropriate levels of lighting on the building façade, on the underside of overhead weather protection, on and around street furniture, in merchandizing display windows, and on signage*

*D-6 Design for Personal Safety and Security
Design the building and site to enhance the real and perceived feeling of personal safety and security in the immediate area.*

E. Vehicular Access and Parking

E-1 Minimize Curbcut Impacts

Minimize adverse impacts of curbcuts on the safety and comfort of pedestrians.

E-2 Integrate Parking Facilities

Minimize the visual impact of parking by integrating parking facilities with surrounding development. Incorporate architectural treatments or suitable landscaping to provide for the safety and comfort of people using the facility as well as those walking by.

E-3 Minimize the Presence of Service Areas

Locate service areas for trash dumpsters, loading docks, mechanical equipment and the like away from the street where possible. Screen from view those elements which for programmatic reasons cannot be located away from the street front.

DEPARTURES

At the Early Design Guidance meeting two departures were requested from modulation requirements. They were both from SMC 23.49.058.B.1, requiring vertical modulation above the 85-foot level, one applicable to the north elevation along Stewart Street (see p.56 of the presentation packet) and the other along 8th Avenue. A third requested departure was from the tower-width requirement of SMC 23.49.058.C, which would not permit any portion of the building above 240 feet to exceed 145 feet in width. Since two of the three requested departures were involved in the proposed “saddle-bag” feature of the tower, the Board noted that they would be reluctant to grant the departures as stated, unless their concerns about the tower were addressed. But, in fact, they would be willing to entertain a departure for a greater width to the tower if they were favorably persuaded by the sculptural integrity of a redesigned tower element. The Board noted that they would expect a clear statement of all departure requests and an explanation of how such requests would better meet the intentions of the design guidelines at the time of the forthcoming Recommendation Meeting. (See below, after the discussion regarding the Final Recommendation Meeting, for a matrix with all the departure requests and their dispositions.)

INITIAL RECOMMENDATION MEETING: July 15, 2014

The packet includes materials presented at the meeting, and is available online by entering the project number at this website:

http://www.seattle.gov/dpd/Planning/Design_Review_Program/Project_Reviews/Reports/default.asp.

The packet is also available to view in the 3016917 file, by contacting the Public Resource Center at DPD:

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DESIGN PRESENTATION

The presentation on behalf of the design team reiterated development objectives and the urban design analysis from the earlier meeting, then proceeded with a detailed formal analysis of the proposed structure. The design proposal was an expression of internal, more-public spaces as transparent voids between the more solid forms of ballrooms, meeting spaces and functional elements of a large hotel. The street-level retail and lobby spaces were to be expressed as a nearly continuous ribbon of transparent frontages, topped by two distinct podium expressions, one containing ballroom, the other meeting rooms, with a large, glazed recess incised into the ballroom podium level, revealing pre-function spaces while emphasizing the horizontality of the podium form.

The hotel tower, separated by a recessed gasket with a distinct glass and metal exterior wall system above the meeting-rooms podium, would be further differentiated from the podium by windows of similar shape but of much smaller size. The tower itself had undergone significant refinement, with the north and south facades shrunk in size by approximately 6 feet and a recessed notch running the entire vertical height of the tower and engaging materially the rooftop penthouse, thereby emphasizing the slenderness of that side of the tower. (Refer to the Recommendation Meeting packet for a fuller presentation of the overall massing of podiums and tower and the materials intended for the various components of the structure, especially pp.31-41).

PUBLIC COMMENT

There were no comments from members of the public at the first Recommendation meeting.

BOARD'S DELIBERATIONS

At the Early Design Guidance meeting the Board members unanimously agreed that locating the tower to anchor the corner of 8th and Howell as in the applicant's "Preferred Alternative ("C"), was correct, functionally and aesthetically. Deliberations at the Recommendation Meeting confirmed the applicants' formal composition and refinements, including the revised massing scheme which further articulated the programmatic elements into two distinct podiums and a more unified, streamlined hotel tower.

The Board had concerns at the Early Design Guidance meeting regarding a sketchy presentation of the alley functions and appearance. They expressed gratitude at being given a much fuller graphic presentation of the look, feel and operation of the *porte cochere* in the alley. The models demonstrated for the Board that the alley could operate as planned even with a future, as yet unspecified, building located on the lot currently occupied by parking. Truck maneuvering and loading/unloading were shown to be effectively disengaged from *porte cochere* operations located in the alley. The drawings effectively showed how a sense of public space could be maintained within the alley.

Providing for an engaging experience as well as for functionality along the lower levels of the podium was an obvious challenge for the project, as noted by the Board at the Early Design Guidance meeting. Since both the upper and lower podium levels along the alleyways would be needed for back-of house functions, and since these upper facades would be clearly viewed from 9th Avenue and from Stewart Street, their treatment was a vital challenge for achieving an attractive, integrated design. The alley drop-off entry was clearly seen as an attractive "street-front like" area and the façade of the podium above with its regular pattern of fenestration was adequately engaging. The polished white precast concrete façade of the ballroom podium along

the alley, attractively jointed and detailed, would help to enhance the windowless alley façade, although the alley-level lower portion of the façade would still demand careful attention to make it engaging as well.

BOARD'S CONDITIONS OF APPROVAL

Discussion related to the requested departures led to some further discussion and to the Board's request for conditions to accompany their endorsements of the departures:

1. The Board was agreed that in approving the first departure of façade modulation on the north elevation, the horizontal slot should exhibit a single recessed glass plane, and the glass bump-out for the meeting room at the corner of 9th Avenue and Stewart Street should be eliminated.
2. In approving the departure from the upper level Green Street setback, the Board requested that the Green Street landscaping plan for 9th Avenue be changed into an integrated strategy that would include special paving and plantings *and* street furniture, a comprehensive design that would foster and elicit a strong and distinctive desire for people to want to be there.

The Board was split regarding illuminating the two corners of the north-facing slot in the hotel tower with LED lighting. Two of the Board members were opposed to the lights, the other two somewhat indifferent to the idea. Without conditioning their approval of a departure to allow for extra width to the tower, the Board urged the design team to continue to explore (and perhaps model) whether the proposed change in the color and texture of materials (white to gray) at the slot would be sufficient to accent the slot in a pleasant, if subtle, way. Also, regarding the intention to array the mechanical systems atop the ballroom podium, ganged but without common screening--and not without a certain attractiveness in its graphic depictions-- the Board voiced a cautionary approval: "as long as it stays neat and tidy."

BOARD'S RECOMMENDATION OF APPROVAL

Although the four Board members attending the Recommendation Meeting on July 15, 2014 recommended approval of the project as presented at the meeting, and of the departures requested, with the two conditions of approval noted, subsequent zoning review indicated the need for additional departures from development standards needing approval in order to proceed with the building design presented to the Board. At the applicants' request, the proposal would then be returned to a regularly scheduled meeting of the Board at which time the departure requests and appropriate rationale, together with supporting graphic materials, would be presented.

FINAL RECOMMENDATION MEETING: September 16, 2014

The packet includes materials presented at the meeting, and is available online by entering the project number at this website:

http://www.seattle.gov/dpd/Planning/Design_Review_Program/Project_Reviews/Reports/default.asp.

The packet is also available to view in the 3016917 file, by contacting the Public Resource Center at DPD:

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DESIGN PRESENTATION

Envelope Design Refinements

In addressing the Board's first condition of approval dating from the Recommendation Meeting held on July 15, 2014, at which time the Board asked that the horizontal slot on the north façade should maintain a single recessed glass plane, and that the glass bump-out for the meeting room at the corner of 9th Avenue and Stewart Street be eliminated, the design team hit upon a solution they believed addressed the Board's concerns in a manner more interesting and pleasing than simply recessing the glass plane that formed the edge of the meeting room behind. The edge of the meeting room area, formerly glazed, would terminate in a plane that is a continuation of the pre-cast façade of the ballroom and pre-function wing. The glazed slot that formerly wrapped around the east façade would now terminate at the meeting room and wrap the opposite corner at Stewart Street and 8th Avenue (see pages 2-5 in the packet prepared for the September 16, 2014 meeting, available on-line).

Additional Departures

Two departures from development standards, in addition to the four noted above as recommended for approval at the July 15, 2014 meeting, had subsequently been identified and a request was made for their approval.

PUBLIC COMMENT

Public comment conjectured that approval of the design and departures would be precipitate since unspecified future actions could mandate changes in the proposed plans.

BOARD DELIBERATIONS

The Board unanimously agreed that the design changes provided a more elegant solution than seen before and expressed their approval of the refinements and of the overall design (5-0).

DESIGN DEPARTURES

SUMMARY OF REQUESTED DEPARTURES, July 15, 2014

Standard Requirement	Request	Architects Rationale for Departure	Board Direction
Façade Modulation 23.49.058.B.2 Façade modulation is required at a height of 85 feet above the sidewalk for any portion of a structure located within 15 feet of the property line.	The proposal would substitute a horizontally-oriented modulation in lieu of the required vertical 60' wide modulation on the north facade.	This modulated slit on the Stewart Street façade replicates the transparent horizontal strip at the street level, revealing the pre-function activities above and further animating the façade.	<ul style="list-style-type: none">• The four members of the Board attending recommended approving the requested departure.• The requested departure helps the design meet the following guidelines, B-4 designing a well-proportioned and unified building, C-2, designing facades of many scales, and C-3, providing active facades, among others.

Standard Requirement	Request	Architects Rationale for Departure	Board Direction
<p>Façade Modulation 23.49.058.B.2</p> <p>Façade modulation is required at a height of 85 feet above the sidewalk for any portion of a structure located within 15 feet of the property line.</p>	<p>The proposal would propose a vertical band of glazing recessed 3' along the west façade above 8th Avenue, instead of a 60' vertical strip recessed 15' into the façade.</p>	<p>This modulated slit on the 8th Avenue façade announces a clear distinction between the two podium masses, suggesting a separation in functionality and reinforcing the aesthetic and formal composition of the overall structure.</p>	<ul style="list-style-type: none"> • The four members of the Board attending recommended approving the requested departure. • The requested departure helps the design meet the following guidelines, B-4 designing a well-proportioned and unified building, C-2, designing facades of many scales, and C-3, providing active facades, among others.

Standard Requirement	Request	Architects Rationale for Departure	Board Direction
<p>Upper level setback at Green Street. 23.49.058.F.2</p> <p>An upper level setback is required at a Green Street above a height of forty-five feet for any portion of the structure located within 15 feet of the property line.</p>	<p>The proposed design provides a 15' set-back at the ground floor to provide a widened sidewalk and an animated area some 35 feet in height. The building would return to the property line above 35' up to the roof level of the podium at 150 feet. The podium would thereby be aligned with neighboring buildings along the Green Street, responding to the urban context.</p>	<p>The proposed design provides a 15' set-back at the ground floor to provide a widened sidewalk and enhanced daylighting, thereby enlivening the Green Street experience on 9th Avenue and providing a better response to the prevailing urban form.</p>	<ul style="list-style-type: none"> • The four members of the Board attending recommended approving the requested departure. • The requested departure helps the design meet the following guidelines, B-3, reinforcing the positive urban form, B-4 designing a well-proportioned and unified building, C-2, designing facades of many scales, among others.

Standard Requirement	Request	Architects Rationale for Departure	Board Direction
<p>Upper level width limit 23.49.058.C</p> <p>On lots where the width and depth of the lot each exceed two hundred feet, the maximum façade width of any portion of a building above 240 feet shall be 145 feet along the general north/south axis of a site parallel to the Avenues, and this portion shall be separated horizontally from any other portion of a structure on the lot above 240 feet by at least 80 feet.</p>	<p>The proposed design seeks to minimize the impact of the tower massing on the street while creating a tower that is functional while retaining aesthetic proportionality.</p>	<p>The proposed design seeks to minimize the impact of the tower massing on the street while creating a functional tower of pleasing proportions and grace. The tall, vertical form of the tower is emphasized rather than, alternatively, extending the podium massing to an allowable height limit of 240 feet.</p>	<ul style="list-style-type: none"> • The four members of the Board attending recommended approving the requested departure. • The requested departure helps the design meet the following guidelines, A-2, enhancing the skyline, B-4 designing a well-proportioned and unified building, and C-2, designing facades of many scales, among others.

SUMMARY OF REQUESTED DEPARTURES, September 16, 2014

Standard Requirement	Request	Architects Rationale for Departure	Board Direction
<p>Street Façade Height 23.49.056.A</p> <p>8th Avenue, a designated Class I pedestrian street, requires a minimum façade height of 35 feet.</p>	<p>The driveway opening on 8th Avenue disrupts the continuous façade minimum height of 25 feet.</p>	<p>The service driveway connecting to 8th Avenue is an essential part of making the loading requirements work and taking loading from the street and restricting it internally to the alley.</p>	<ul style="list-style-type: none"> • The five members of the Board attending recommended approving the requested departure. • The requested departure helps the design meet the following guidelines, A-1, respond to the physical environment, B-1, respond to the neighborhood context, and E-2, integrate parking facilities, among others.

Standard Requirement	Request	Architects Rationale for Departure	Board Direction
Façade Setback Limits 23.49.056.B Façade setbacks are limited by formulae on Class I, Class II pedestrian streets and Green Streets.	The proposed design seeks to maintain a consistent expression at the street levels with facades stepped back from the building edge above. The departure would apply to entirety of Stewart Street and portions of the facades along 8 th Avenue and Howell Street.	Voluntarily providing for a wider sidewalk along Stewart Street, equal to those on the other streets, and creating a consistency of the pedestrian experience around the block is important, as is avoiding conflicts in the continuity of overhead weather protection.	<ul style="list-style-type: none">• The five members of the Board attending recommended approving the requested departure.• The requested departure helps the design meet the following guidelines, B-4 designing a well-proportioned and unified building, C-1, promoting pedestrian interactions.

BOARD RECOMMENDATION

The Board's recommendations on the requested departures were based upon the departures' potential to help the project better meet the design guideline priorities and achieve a better overall design than could be achieved without the departures.

The Board unanimously recommended that DPD grant the departures, subject to the conditions listed at the end of this report.

The recommendation summarized above was based on the design review packets dated July 15, 2014, and September 16, 2014, as well as on the materials shown and verbally described by the applicant at the two recommendation meetings. After considering the site and context, hearing public comment, reconsidering the previously identified design priorities and reviewing the materials, the five Design Review Board members recommended APPROVAL of the subject design and departures, with the following condition:

In approving the departure from the upper level Green Street setback, the Board requested that the Green Street landscaping plan for 9th Avenue be changed into an integrated strategy that would include special paving and plantings *and* street furniture, a comprehensive design that would foster and elicit a strong and distinctive desire for people to want to be there.

This conditions will be required to be resolved prior to MUP issuance, as conditioned at the end of this document.

DECISION – DESIGN REVIEW

The proposed design is **CONDITIONALLY APPROVED** subject to the conditions listed below.

ANALYSIS - SEPA

Environmental review is required pursuant to the Washington Administrative Code 197-11, and the Seattle SEPA Ordinance (Seattle Municipal Code Chapter 25.05). The SEPA Overview Policy (SMC 25.05.665) clarifies the relationship between codes, policies and environmental review. Specific policies for each element of the environment, certain neighborhood plans, and other policies explicitly referenced may serve as the basis for exercising substantive SEPA authority. The Overview Policy states, in part, “Where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation” subject to some limitations. Under such limitations/circumstances (SMC 25.05.665) mitigation can be considered.

A Draft Environmental Impact Statement was published for the *Downtown Height and Density Changes* in 2003 and the Final EIS published in 2005. The FEIS was a non-project-specific document that identified and evaluated probable, significant environmental impacts that might result from several zoning alternatives.

The subject site is within the geographic area that was analyzed in the *Downtown Height & Density* FEIS and although the proposed development is within the general range of actions and impacts that were evaluated in the various alternatives, the Department of Planning and Development determined that a supplemental EIS be prepared for the proposed *Ninth & Stewart Mixed-Use Development*, one that would build upon the analyses contained in the *Downtown* EIS, as encouraged in WAC 197-11-600(2), and identify and evaluate probable, significant adverse environmental impacts that could result from development associated with the *Preferred Alternatives (1 or 6)* for the *Ninth & Stewart Mixed-Use Development*, the other development alternatives, and the no-action alternative, as well as to identify measures to mitigate impacts that are so identified.

A scoping meeting was held on November 14, 2013. Through the EIS Scoping Process, DPD determined the alternatives and the environmental issues to be analyzed in the DSEIS. These included ten broad areas of environmental review to be evaluated: wind, environmental health (site assessment), land use and plan/policies, aesthetics (views), light/glare/shadows, housing, historic resources, transportation/circulation, and construction-related impacts

A Final Supplemental Environmental Impact Statement for the *Ninth & Stewart Mixed-Use Development* for the purpose of analyzing these areas of environmental impact was prepared and the Notice of Availability of the Supplemental EIS (“Addendum to the South Lake Union Final EIS for the Height and Density Alternatives”) was published in the City’s Land Use Information Bulletin on September 29, 2014. A notice of the availability of the FSEIS was sent to parties of record that commented on the EIS. In addition, a notice of the availability of the FSEIS was sent to parties of record for this project. DPD adopts the SFEIS.

ENVIRONMENTAL IMPACTS

The following is a discussion of the impacts identified in each element of the environment, along with indication of any required mitigation for the impacts disclosed. The impacts detailed below were identified and analyzed in the FSEIS.

A. Short Term Impacts Identified in the FSEIS

Construction Impacts

SMC 25.05.675.B provides policies to minimize or prevent temporary adverse impacts associated with construction activities. To that end, the Director may require an assessment of noise, drainage, erosion, water quality degradation, habitat disruption, pedestrian circulation and parking, transportation, and mud and dust impacts likely to result from the construction phase.

The FSEIS generally identified potential impacts from new construction on the subject site. Prior to any building demolition, any hazardous building materials encountered would be removed and disposed of by a qualified contractor in accord with existing State and Federal guidelines.

Construction: Noise

The project is expected to generate loud noise during demolition, grading and construction. These impacts would be especially adverse in the early morning, in the evening, and on weekends. The Seattle Noise Ordinance permits increases in permissible sound levels associated with construction and equipment between the hours of 7:00 AM and 10:00 PM on weekdays and 9:00 AM and 10:00 PM on weekends.

Some of the nearby properties are developed with housing and will be impacted by construction noise. The limitations stipulated in the Noise Ordinance are not sufficient to mitigate noise impacts; therefore, pursuant to SEPA authority, the applicant shall be required to limit periods of construction activities (including but not limited to grading, deliveries, framing, roofing, and painting) to non-holiday weekdays from 7:00 AM to 6:00 PM, unless modified through a Construction Noise Management Plan, to be determined by DPD prior to issuance of any site-work or building permit. Several mitigation strategies were listed in the FSEIS. These should be included in any Construction Noise Management Plan, as they are deemed by DPD to be applicable to the site and the proposed activity.

Construction Parking and Traffic

During construction, parking demand is expected to increase due to additional demand created by construction personnel and equipment. It is the City's policy to minimize temporary adverse impacts associated with construction activities.

Increased trip generation is expected during the proposed demolition, grading, and construction activity, with haul routes restricted to nearby arterials. The immediate area is subject to traffic congestion during the PM peak hours, and large trucks turning onto arterial streets would be expected to further exacerbate the flow of traffic.

Pursuant to SMC 25.05.675.B (Construction Impacts Policy), additional mitigation is warranted.

To mitigate construction parking impacts and other haul truck trip impacts, the applicant shall submit a Construction Haul Route to SDOT for approval, and Construction Parking Plan to DPD for approval. The Construction Haul Route plan should incorporate mitigation listed in the FSEIS, and may include a restriction in the hours of truck trips to mitigate traffic impacts on nearby arterials and intersections. The Construction Parking Plan shall include an analysis of nearby off-street parking lots, including the number of parking spaces per lot, and the peak demand for construction parking for the proposed development.

Evidence of these approved plans shall be provided to DPD prior to the issuance of any demolition and building permits.

B. Long Term Impacts Identified in the FSEIS

The following is a discussion of the impacts identified in each element of the environment, along with indication of any required mitigation for the impacts disclosed. The impacts detailed below were identified and analyzed in the FEIS.

Land Use

The proposed development has been designed to be consistent with the DOC2 500/300-500 zoning in effect. In addition to pipeline projects mentioned in the FSEIS, there may be projects occurring in the vicinity under the *Downtown Height & Density Plan*. One potential project is a potential future expansion of the Washington State Convention Center (WSCC), which has conducted a feasibility study and which has acquired property. The feasibility study includes an option for a near-site expansion and states that the goal of the expansion is accommodate an area up to 460,00 square feet. WSCC has not indicated to the City whether they intend to finalize the draft feasibility plan, whether they intend to proceed with an expansion, nor the timeline for any such expansion. If WSCC decides to proceed with any such expansion, it is expected WSCC would conduct its own SEPA analysis, with the *808 Howell Street* project one of the pipeline projects. The subject project, together with the future expansion of the WSCC and other nearby projects in the immediate area would be consistent with the goals and policies in the Denny Triangle Neighborhood, as well as the Urban Center Strategy associated with the City of Seattle Comprehensive Plan.

No significant land use impacts are anticipated from development of the *808 Howell Street* development and, therefore no mitigation is necessary.

Height, Bulk, and Scale

The FSEIS recommended specific strategies to mitigate the impacts of additional height, bulk, and scale for new development that conforms to the new zoning designations. Most of these strategies are implemented through the Design Review process, as required by SMC 23.41.

Section 25.05.675.G.2.c of the Seattle SEPA Ordinance provides the following: “The Citywide Design Guidelines (and any Council-approved, neighborhood design guidelines) are intended to mitigate the same adverse height, bulk, and scale impacts addressed in these policies. A project that is approved pursuant to the Design Review Process shall be presumed to comply with these Height, Bulk, and Scale policies. This presumption may be rebutted only by clear and convincing evidence that height, bulk and scale impacts documented through environmental

review have not been adequately mitigated. Any additional mitigation imposed by the decision maker pursuant to these height, bulk, and scale policies on projects that have undergone Design Review shall comply with design guidelines applicable to the project.”

The proposal has gone through the Design Review process as described earlier in the Design Review Analysis portion of this document. This decision concurs with the unanimous recommendation of the Downtown Design Review Board to approve the final project design and the departures from development standards that have been requested. Therefore, the department concludes that no adverse height bulk and scale impacts will occur as a result of the proposal, and further conditioning is not warranted.

Wind

Results from a pedestrian wind analysis state that at most locations around the perimeter of the development block would be comfortable for sitting in summer and for standing in winter. Suitable conditions are anticipated on and around the site throughout the year and no conditioning through SEPA is warranted.

Greenhouse Gas Emissions

The estimated lifetime greenhouse gas emissions (MTCO₂e) for the project is 1,241,352. (Disclosure and the GGE worksheet for this proposal in volume 2, Appendix C of the FSEIS.)

Construction activities including construction worker commutes, truck trips, the operation of construction equipment and machinery, and the manufacture of the construction materials themselves result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant.

Aesthetics—Light and Glare and Shadows

Light and Glare

While northbound traffic on Howell Street and westbound traffic on Stewart Street could occasionally experience reflected solar glare off the façades of the proposed building, the duration of the impact on motorists is anticipated to be brief (one to two seconds). No significant environmental impact is anticipated and mitigation measures are unnecessary.

Shadows on Public Open Spaces

The FSEIS concludes that shadows cast by this project will contribute to the shading that occurs of Denny Park during the winter solstice at 9:00 AM. No mitigation is proposed because the extent of shadow impacts would occur at a time of the day when there is minimal public use of the park and at a time of the year (December) when on average there are only three clear days. The department concludes that adverse shadow impacts will be minimal as a result of the proposal, and conditioning is not warranted.

Public View Protection

SMC 25.05.675.P provides policies to minimize impacts to designated public views as listed in this section. No significant adverse impacts are anticipated from the proposed 808 Howell Street mixed-use development on any designated scenic views, landmarks, or scenic routes. Views of the downtown skyline, the Space Needle, the Olympic Mountains, and adjacent water areas would remain available from designated public viewpoints. No mitigation regarding public view protection is warranted.

Historic Resources

SMC 25.05.675.H provides policies to minimize impacts to designated historic landmarks, as well as historic districts and sites of archaeological significance.

This site includes four buildings more than 50 years old. Three of the buildings were determined ineligible for historic landmark designation. The other building, the former Greyhound Bus Terminal was turned down for designation as a historic landmark by the Landmarks Preservation Board.

Pursuant to the SEPA Overview Policy in SMC 25.05.665.D, it is assumed that the existing regulations and authority through the Landmarks Preservation Board and Department of Neighborhoods are adequate to achieve sufficient mitigation for dealing with the existing buildings on site and additional mitigation is not warranted.

Housing

All existing buildings on site would be removed, including the Bonair Apartments which currently includes 48 market-rate units. No new housing would be included on site as part of the subject proposal, so there would be a net loss of the 48 units, and as a result, the existing housing stock in the Denny Triangle area would likely decrease. As noted in the FSEIS, the Bonair Apartments were at one time rent-controlled, but rent-control restrictions expired in 2005, and the rents have been “market rate” since that time. Since purchasing the property, however, the applicants of the current proposal have not raised the rents. In the current market, characterized by volatile increases in rental rates throughout the city, the units remain de facto “affordable.” In compliance with the Tenant Relocation Assistance Ordinance, residents of the building have received notice of the proposed demolition of the building. Approximately 74 percent of the building’s current residents have incomes above 50 percent of the King County median income and so do not qualify for relocation assistance under the Tenant Relocation Assistance Ordinance. Twelve residential tenants were awarded tenant relocation assistance. A Tenant Relocation License was issued on August 4, 2014.

In DOC-2 500/300-500 zones, extra non-residential floor area may be gained according to SMC 23.49.11 and referenced Chapter 23.49 sections. Inter alia, a developer is allowed to earn additional floor area through contributions to affordable housing, which contributions. As stated in SMC 23.49.012.A.1, the payment for “bonus development” is intended to address certain adverse impacts from the development, including “an increased need for low-income housing to house the families of downtown workers having lower-paid jobs and an increased need for child care for downtown workers.” The applicant intends to make use of the incentive bonus system in order to achieve increased development potential on the site and would, in return for increased development capacity, make a monetary contribution to the City’s Low Income Housing Fund that would be used to develop additional subsidized housing units within the City or in an adjacent urban center.

Housing Impacts

As stated in SMC 23.49.012.A.1, the payment for “bonus development” is intended to address certain adverse impacts from the development, including “an increased need for low-income housing to house the families of downtown workers having lower-paid jobs and an increased need for child care for downtown workers.” The applicant intends to make use of the incentive bonus system in order to achieve increased development potential on the site and would, in return for increased development capacity, and in addition to providing a fully licensed child care facility in a downtown zone, will make a monetary contribution to the City’s Low Income Housing Fund that would be used to develop additional subsidized housing units within the City of Seattle’s Downtown Urban Center or within an adjacent urban center.

While the Code provision speaks of addressing adverse impacts, any low income housing that gets built in accordance with the provisions of SMC 23.49.012.A.1 is not intended to serve as replacement housing for demolition of the market-rate units in The Bonair. Mitigation in that regard is built into the Tenant Relocation Ordinance and the applicant has complied with the provisions of the City’s Tenant Relocation Assistance Ordinance. A Tenant Relocation License was issued on August 4, 2014.

At present, Downtown Seattle contains only 5 percent of King County’s total housing units, but 25 percent of its subsidized housing units. The same downtown area contains approximately 13 percent of the City of Seattle’s housing units, but 40 percent of the City’s total subsidized housing units. There are no City of Seattle provisions that require developers to provide affordable housing to offset potential housing demand that may result from new development. Although an increased demand for off-site affordable housing is acknowledged as a potential outcome of the subject proposal, as noted in the FSEIS, securing or ensuring affordable housing for new employees is not within the development purview.

Cumulative Impacts

Recently, the Washington State Convention Center (WSCC) has submitted concept proposals to the Seattle Department of Transportation (SDOT) in order to start discussions with SDOT and the Washington State Department of Transportation regarding an extension of Terry Avenue and a new crossing over I-5. Additionally, the WSCC has begun a preliminary feasibility analysis for a potential expansion. Given the close proximity of the WSCC to the proposed project site and the possible magnitude of the potential expansion, housing impacts from the proposed project could have significance not identified in prior environmental documents. Thus, an analysis of the cumulative impacts of these two projects is appropriate.

As any future projects are undertaken in the general vicinity of the *Ninth & Stewart Mixed-Use Development*, there is potential that such redevelopment in the area could affect housing. The extent of impact will depend on the nature of the proposed land use and whether existing housing is located on or proximate to the site. There is no existing housing on what is considered to be the Washington State Convention Center expansion site and it is anticipated that no housing would be provided as a part of that expansion. No cumulative housing-stock impacts would, therefore, result with the expansion.

Regarding the demand for housing generated by the WSCC expansion, the actual demand is at best conjectural. Extrapolating from the current size of the space dedicated to meetings, exhibits and ballroom and correlated work force of approximately 223 employees, the 110 percent

expansion could result in approximately 245 additional employees. The staffing levels associated with the subject proposal combined with the future staffing levels of the expanded WSCC could increase the number of people desiring off-site housing near their place of employment.

The *Downtown Height and Density Changes EIS* (2005) noted that:

Under all alternatives, including existing conditions, some existing housing might be demolished, some households with employees in Downtown Seattle office buildings and hotels would have difficulty finding affordable housing to meet their needs in King County. They would need to live in overcrowded conditions, pay more than 30 percent of their income for rent, or commute from lower-priced housing outside of King County.

As stated in the FSEIS, it is presumed that increased off-site housing demand could result from any non-residential development proposed on the subject site. Such demand could potentially be dependent on whether employees of the proposed new development are new to Seattle or are existing residents of the area, and whether they decide to relocate closer to their place of employment or already live within an acceptable commuting distance. It is also acknowledged in the DEIS and FSEIS that rental vacancy rates are generally declining while rental rates are increasing in the immediate area of the development site and in Seattle as a whole. Recently, Seattle has seen its lack of affordable housing rating rising among American cities. The affordability of housing is not only a local and national issue but an international one. While generally acknowledged as a major issue and concern, there is little agreement regarding how it should be addressed, or what its causes are, other than the local dearth of readily available, affordable land.

Mitigation

Relevant housing policies under SMC 25.05.675 include:

- a. *It is the City's policy to encourage preservation of housing opportunities, especially for low income persons, and to ensure that persons displaced by redevelopment are relocated.*
- b. *Proponents of projects shall disclose the on site and off-site impacts of the proposed projects upon housing, with particular attention to low-income housing.*
- c. *Compliance with legally valid City ordinance provisions relating to housing relocation, demolition and conversion shall constitute compliance with this housing policy.*

The FSEIS discloses probable on-site and off-site environmental impacts of the proposal alternatives on housing. These include the demolition of the Bonair apartment building which contains market-rate units considered affordable. As required under SMC 25.05.675 1.c, the applicant is fully complying with all provisions relating to housing demolition, specifically with the City's Tenant Relocation Assistance Ordinance, as codified on SMC 22.210. No other mitigation under SEPA authority is warranted.

Traffic and Transportation

SMC 25.05.675M and 25.05.675R require that the Director assess the extent of adverse impacts of traffic, transportation, parking and the need for mitigation.

Heffron Transportation prepared a Transportation Technical Report that analyzed impacts from various development alternatives presented in the FSEIS; this Report is included as Appendix G to the FSEIS. It identifies existing conditions, future conditions without the project, and future conditions with the project for the local street system, transit, and non-motorized transportation. It also identifies likely project impacts on traffic safety and freight traffic. The year 2020 was identified as the future horizon year.

The proposed project is located in downtown Seattle, adjacent to 8th Avenue, 9th Avenue, Stewart Street, Howell Street, and an L-shaped alley that bisects the project site. The project would take access from both the existing alley and from a new driveway on 8th Avenue. The project proposes a turnaround at the south end of the north-south alley (that connects to Howell Street), which would be provided through a private easement on the quarter-block parcel adjacent to the intersection of 8th Avenue and Howell Street. This turnaround is proposed to reduce on-street circulation by allowing vehicles to easily move from the drop-off area on the east side of the hotel to the parking garage, which would take access along the proposed new driveway to connecting 8th Avenue. It also would allow vehicles destined for the downtown core area (such as taxis) to turn and exit the site via 8th Avenue to Stewart Street rather than reach Stewart by exiting on Howell Street and either turning on 9th Avenue or looping around the blocks to the east to return to the downtown core.

The design would provide adequate sight lines between motorists using the turnaround and eastbound motorists on Howell Street turning into the alley.

Truck loading docks would be located along the east-west alley portion of the alley. Large trucks would be directed to access the site via the 8th Avenue driveway and head east onto the site where they would back into the loading area. Smaller trucks could access the loading area from either 8th or 9th Avenues. Trucks would be discouraged from using the alley segment running north from Howell Street. As access to the parking garage is located along the alley, trucks would share the alley space with passenger vehicles. Trucks longer than 45 feet may protrude into the alley when maneuvering into some of the loading bays, which could briefly block other vehicular movements along the alley. Such temporary blockages are not unusual on downtown alleys.

Future Street System

No specific modifications to the roadway network adjacent to or near the project site are assumed for the year 2020 forecasts. Future-year geometry and traffic control for all of the study-area intersections were assumed to remain the same as existing. The Seattle Department of Transportation (SDOT) has proposed to implement an Active Traffic Management project for the Denny Way corridor, which would include several intersections within the project's study area. The improvements include upgraded signals, vehicle detection, traffic cameras, and dynamic message signs that will provide real-time traffic flow data to allow both automatic adjustment of signal timing and traffic management of the corridor by SDOT's Traffic Operations Center.

Future Traffic Volumes

For the purpose of this analysis and to provide a baseline against which to evaluate transportation impacts associated with the proposed project, a future "Do Nothing" alternative was developed. In this alternative, existing uses on the site remain unchanged, while traffic from other proposed

and permitted projects was added to the roadway network to estimate year 2020 operational conditions. The *Downtown Height & Density EIS* used the City of Seattle's travel demand forecasting model to estimate growth through the year 2020 at key locations throughout downtown. The forecasts in the that EIS reflected 20 years of growth from the year 2000 baseline data. However, economic growth was slow in the first ten years of that modeled condition, resulting in the *Downtown EIS* likely overestimating traffic volume forecasts for the year 2020. In addition, these forecasts did not contemplate new zoning in the South Lake Union neighborhood. To account for both of these changes, future volume forecasts prepared for the *South Lake Union Height and Density EIS* were used to derive traffic growth rates. In addition, traffic forecast to be generated by the three nearby Amazon office towers that recently have been permitted was added to the network to derive the 2020 Do Nothing alternative traffic volumes used for this analysis.

Traffic Operation

The study area for the transportation analysis was determined based on key intersections from the *Downtown Height and Density EIS* that were projected to operate at LOS E or F during the AM or PM peak hours in the year 2020, as well as intersections in the immediate site vicinity. Overall, 26 intersections were evaluated. The following intersections were forecast to operate at LOS E or F in one or both peak hours in the year 2020:

	<u>AM</u>	<u>PM</u>
• Stewart Street/Denny Way	F	E
• Stewart Street/Boren Avenue	E	D
• Howell Street/Yale Avenue/I-5 SB on-ramp	E	F
• Olive Way/Boren Avenue	C	F
• Pike Street/9 th Avenue/I-5 reverse ramp	D	E

Additionally, arterial operations were evaluated on key corridors near the project site: Olive Way, Howell Street and Stewart Street. The following levels of service and speeds were forecast for the year 2020 on these corridors:

2020 Do Nothing Alternative	<u>AM</u>		<u>PM</u>	
	<u>LOS</u>	<u>Speed</u>	<u>LOS</u>	<u>Speed</u>
Howell Street: 9 th Avenue to Yale Avenue	F	5.8 MPH	F	4.8 MPH
Olive Way: 6 th Avenue to I-5 ramp	F	6.1	F	3.3
Stewart Street: Denny Way to 6 th Avenue	F	4.6	F	4.6

Project Traffic Volumes

The primary use of the project site would be a 1,264 room hotel with 114,600 square feet of meeting space. The hotel's business model would be targeted towards national conventions or conferences. Rooms not booked for convention activity would be available for business and leisure travelers. The large ballrooms could be booked for social events during off-convention seasons. Given the fluctuating uses of the hotel space, five scenarios were developed to evaluate the traffic and parking needs of the hotel and meeting space. Three scenarios assumed that the hotel was not being used for convention or conference activity, and estimated activity based on small weekday events and medium-to-large size social events. Two scenarios assumed large business-type meetings, conferences, or conventions. The operating scenarios represent conditions between average and near-capacity conditions for meeting or social event attendance.

The typical methodology used to estimate trips for a specific land use – the application of rates and equations in the Institute of Transportation Engineers (ITE) *Trip Generation Manual* – was not used for this project. ITE notes that the hotels surveyed as the basis of the trip generation rates were primarily located outside central business districts in suburban areas. Additionally, most of the hotels surveyed had fewer than 500 rooms. Therefore, the ITE database developed for hotels is not appropriate nor an accurate enough tool for analysis of the proposed project.

Parameters used to estimate hotel trip generation were based on discussions with and information provided by two premier West Coast convention hotels. Local data about the travel characteristics of peak season tourists and weekday arrival and departure schedules were provided by two Seattle hotels. Key parameters included room occupancy, guests per room, arrivals and departures by day of week, mode of travel, hotel employee shift times, staffing for events, percentage of event attendees who stay at the hotel, excursion trips, taxi and shuttle trips, peak times for event trips, and travel times of hotel guests and employees.

The assumptions used in these forecasts were compared to an independent traffic impact analysis prepared for the San Diego Marriott Marquis in 2011. The two hotels are of similar size, and would each provide hotel rooms and meeting space for both “group” and “local” (or “social”) events. A comparison of these assumptions is provided in Chapter 10 of the FSEIS and in the Transportation Technical Report. In general, the assumptions made to estimate trips for the proposed project hotel are similar to findings of the Marriot project analysis.

Project trip generation: The proposed project consists of a 1,264 room hotel with 114,600 square feet of conference space/meeting rooms. The project also would develop approximately 17,016 square feet of restaurant and retail space. Based on this development program, trip estimates were prepared for the five operating scenarios noted above. Scenario D (average weekday hotel use with large breakfast event) would have the highest AM peak hour volumes (320 trips), and Scenario B (peak weekday with medium evening social event) would have the highest PM peak hour volumes (257 trips). These volumes were used in operational analyses to ensure worst-case transportation impacts were identified. Trip distribution patterns were developed for the various types of trips that would be generated by the proposed uses, including hotel employees, social event/business meeting attendees, hotel guests (distinguishing those using their own cars from those using taxis), and retail/restaurant customers and employees. These new trips were assigned to the roadway network in the vicinity of the project site.

Operational Analyses

Traffic operations analyses were performed at the study area intersections with project trips added to the forecasts developed for the Do-Nothing alternative. Although most intersections show an increase in forecast delay, the most noticeable impact is projected to occur at Stewart Street/Boren Avenue, which will degrade from LOS D to LOS E in the PM peak hour. Olive Way/8th Avenue/Howell Street also is expected to degrade in the PM peak hour, from LOS B to LOS C. Other intersections levels of service are anticipated to remain unchanged from Do-Nothing conditions.

Arterial operations are projected to incrementally worsen with project traffic. During the morning, additional traffic generated by a breakfast event at the project site could reduce average speeds by 0.1 to 0.2 MPH. During the afternoon peak, traffic generated by an evening event could reduce average speeds on Stewart Street by up to 0.4 MPH, but are not expected to decrease travel speeds along either Howell Street or Olive Way.

2020 Alternative 6

	AM		PM	
	<u>LOS</u>	<u>Speed</u>	<u>LOS</u>	<u>Speed</u>
Howell Street: 9 th Avenue to Yale Avenue	F	5.7 MPH	F	4.8 MPH
Olive Way: 6 th Avenue to I-5 ramp	F	5.9	F	3.4
Stewart Street: Denny Way to 6 th Avenue	F	4.5	F	4.2

Parking

The proposed parking garage under the hotel would have about 500 spaces, and the quarter-block adjacent to Howell Street and 9th Avenue would have about 65 surface parking spaces. It is anticipated that the scenario with two overlapping medium-to-large social events would have the highest parking demand; this demand is anticipated to occur in the evening and would coincide with increasing demand associated with hotel guests. The cumulative peak demand for two medium social events on a peak Saturday is estimated to be 984 vehicles and occur between 8:00 and 9:00 PM. Two large events scheduled in the two large ballrooms on the same night would have staggered start times. The cumulative parking demand under this condition would be about 1,033 vehicles.

Cumulative parking demand for a large breakfast meeting also was estimated, as that demand would overlap the peak demand associated with hotel guests. The cumulative demand associated with a 1,500-person breakfast event is estimated to be about 600 vehicles. Parking impacts are discussed in greater detail in Chapter 10 of the EIS (see figures 3.10-10 through 3.10-12).

Valet parking would increase the hotel's effective parking supply to approximately 800 vehicles, which would accommodate demand from hotel guests plus one large event. However, nearly 240 vehicles would need to be parked off-site during dual large events. A recent Puget Sound Regional Council parking inventory survey has identified approximately 2,500 parking spaces within two blocks of the project site; hotel management could arrange to have one or more of these garage kept open for the duration of the events.

Transit

Transit service in the study area is provided by King County Metro, Sound Transit, and Community Transit (Snohomish County). There are four transit stops within one block of the site, and light rail service can be accessed at the Convention Place Station two blocks away. An extension of Sound Transit's North Link light rail system is under construction, and will connect downtown to the University of Washington by 2016 and to Northgate by 2021. An eastward extension to Bellevue and Overlake is proposed to be completed by 2022. The Convention Place Station will close when light rail service is provided to the University District; at that time, the nearest light rail access will be the Westlake Station, about 1,500 feet southwest of the project site. King County Metro is in the process of eliminating, reducing and revising existing bus routes due to funding cutbacks. A new funding measure has been developed that would maintain service within the City of Seattle; at this time, it is not known whether this measure will be approved.

Many hotel guests are expected to use Link light rail between SeaTac Airport and downtown, and use it or other transit options to reach meetings or attractions. A significant number of Hotel employees could be expected to utilize transit to and from work. The project is projected to generate up to 90 peak hour trips on nearby transit or light rail lines. This increased level of transit use is expected to be adequately accommodated by the nearby transit systems.

Non-motorized transportation

All roadways in the immediate site vicinity have sidewalks on both sides of the street, and signalized intersections have marked crosswalks and pedestrian signals. Stewart Street is marked with sharrows (indicating that motorists should share the lane with bicyclists) and is a signed bicycle route; near the site, Howell Street and Virginia Street also are marked with sharrows. The current Bicycle Master Plan mentions several potential improvements within the study area, including cycle tracks and in-street bicycle facilities, but no programmed improvements are currently identified near the project site.

The proposed project would widen sidewalks adjacent to the site to minimum standards required by the City, ranging between 14 and 16 feet. Curb bulbs would be constructed on 8th Avenue at Stewart Street and Howell Street and on 9th Avenue at Stewart Street. The hotel is estimated to generate between 3,600 and 5,500 pedestrian trips per day, depending on the operating scenario, with up to 825 of these during the peak hour. The highest pedestrian volumes would occur during large conventions/conferences held at the on-site meeting space, since a capacity event could attract attendees staying at off-site hotels. The pedestrians would be distributed to the site's various access points and adjoining sidewalks. As noted in the Transportation Technical Report, a 12-foot sidewalk has a capacity of almost 13,000 pedestrians per hour, so the sidewalks adjacent to the project are expected to have ample capacity to accommodate the highest likely pedestrian volumes associated with the project.

Cumulative Impacts

As noted above, traffic volumes for the 2020 Do-Nothing alternative were estimated from growth rates derived from the *South Lake Union Height and Density EIS*, and also include anticipated traffic volumes from the three office towers of the Rufus 2.0 development. Recently, the Washington State Convention Center (WSCC) has submitted concept proposals to the Seattle Department of Transportation (SDOT) in order to start discussions with SDOT and the Washington State Department of Transportation regarding an extension of Terry Avenue and a new crossing over I-5. Additionally, the WSCC has begun a preliminary feasibility analysis for a potential expansion. Given the close proximity of the WSCC to the proposed project site and the possible magnitude of the potential expansion, traffic from such an expansion combined with traffic from the proposed project could have significant transportation impacts that were not identified in prior environmental documents. Thus, an analysis of the cumulative impacts of these two projects is appropriate.

As no official application or plans have been prepared for the convention center expansion itself, little technical data are available to estimate trip generation, parking needs, frontage improvements or potential driveway locations for the WSCC expansion. Estimates of potential trips were based on trip generation rates developed for the prior WSCC expansion, as documented in the *Draft Environmental Impact Statement for the Proposed Expansion Washington State Convention & Trade Center* (WSCC EIS). Projected attendance for the potential expansion was based on historic attendance levels and the potential increase in the amount of exhibit space. Trip generation estimates associated with an average day, as well as a maximum capacity public trade show, were developed using the trip rates from the WSCC EIS. The trip distribution patterns derived for the WSCC EIS were used to assess the roadways that vehicle trips likely would use to access the site. Detailed trip generation calculations and trip distributions and assignments are provided in the Transportation Technical Report.

Levels of service were calculated for the study area intersections that could be impacted by the WSCC expansion project trips, taking into account WSCC expansion traffic as well as traffic from the proposed hotel project. The results indicate that the WSCC expansion could degrade traffic operations along the key access routes of Stewart Street, Howell Street, and Olive Way compared to conditions with only the hotel project. A WSCC public trade show (which is likely to generate more vehicle trips than a convention/trade show) could degrade the level of service at the Howell Street/9th Avenue intersection from LOS C to LOS E, and the Stewart Street/Denny Way intersection could degrade from LOS E to LOS F. Increased traffic associated with a WSCC convention/trade show could substantially increase the delay at the intersection of Howell Street/Yale Avenue/I-5 SB on-ramp. All of the intersections projected to operate at poor levels of service by the cumulative analysis were projected to operate at LOS F in the Downtown EIS; no new operational issues were identified. These calculations are based in part on assumptions regarding the location of new parking facilities associated with the expansion, and could change if different or additional parking locations are developed.

The cumulative traffic operations analysis assumes that both facilities generate substantial vehicle traffic, which would occur infrequently. One of the goals of the WSCC expansion is to attract more national and international conventions, increasing the likelihood that attendees to WSCC events would be out-of-town guests who would stay, in part, at downtown hotels. This would lessen the potential impacts of vehicle trips associated with the WSCC expansion.

A national convention at the WSCC is expected to generate about 380 transit trips per day, while a capacity public trade show could generate 1,880 transit trips on a weekend day. When a convention is in town, it is estimated that the transit riders to the proposed hotel site would also be WSCC attendees. Peak transit ridership is expected to occur outside of the traditional peak commuting times or in the reverse direction to the peak flows of commuters to downtown Seattle. Most of the trips to and from the SeaTac Airport are expected to use Link Light Rail, a transit option that has substantial off-peak directional capacity. Therefore, cumulative transit trips are expected to be minimal and manageable by the transit system.

There are no plans yet for the WSCC that would detail primary pedestrian access locations or frontage improvements. Conversations with WSCC staff indicate that it is likely that the primary pedestrian access would be located along 9th Avenue, which would be the primary corridor connecting the expansion area to the existing WSCC buildings as well as to the proposed hotel site. Pedestrian traffic is expected to be highest during conventions, particularly national conventions with many attendees staying at local hotels and walking to and from the WSCC. A maximum capacity event in the expansion area exhibition space could generate almost 34,000 pedestrian trips per day. The pedestrian peak is likely to occur midday with between 2,000 and 4,000 pedestrian trips per hour. A portion of the pedestrian trips generated by a WSCC convention would be guests of the proposed hotel. Peak pedestrian trips by the hotel are expected to be about 825 per hour. As noted above, a 12-foot sidewalk has a capacity of almost 13,000 pedestrians per hour. Therefore, the sidewalks adjacent to the hotel project could easily accommodate the cumulative pedestrian loads associated both with hotel trips and pedestrian trips generated by the largest events at WSCC.

The WSCC expansion likely will include substantial parking supply; the Feasibility Study estimated that over 2,700 parking stalls could be provided in five levels of parking. It is expected that the WSCC will perform additional analysis to determine its parking needs and impacts. It is anticipated, however, that the WSCC would accommodate its parking demand and there would be no cumulative off-site parking impacts.

One of the key issues noted by the WSCC Feasibility Study is freight access. A large convention could generate up to 15 trucks per hour. A Terry Avenue extension over I-5 would provide a new link for WSCC truck traffic to approach and leave the site and would reduce truck traffic at existing intersections. If constructed, that new link also would improve truck access to the proposed hotel site, since the vast majority of freight movements are expected to originate in areas south of downtown Seattle. This could reduce the distance that trucks need to travel on First Hill or on downtown streets to reach the site, thereby reducing the potential freight impacts of the hotel project.

The FSEIS analysis considered the direct, indirect and cumulative impacts of the EIS alternatives as they relate to the overall transportation system and parking demand. The subject site is within the area analyzed in the FSEIS and the proposed development is within the range of actions and impacts evaluated in the FSEIS.

MITIGATION

A Construction Transportation Management Plan will be required to be submitted to DPD prior to issuance of any demolition, grading/excavation, or construction permits. The plan will be required to document the measures listed on page 3.10.78 of the *Ninth & Stewart Mixed-Use Development FSEIS (Vol. 1)*. A pro-rata mitigation payment of \$6,720 for study intersections within SDOT's Active Traffic Management program will be required of the applicant. The project will also be required to mitigate traffic impacts by participating in the City of Seattle transportation mitigation program for South Lake Union as outlined in DPD Client Assistance Memo (CAM) 243. A pro-rata mitigation payment of \$265 for uncompleted capital projects in South Lake Union will be required of the applicant. Additional mitigation will be required in the form of submission and approval of plans for the following: a traffic control plan, including trigger levels, to accommodate existing surges, for large events at the hotel that have a specific ending time; a parking management plan to be implemented for large events, which would include, but not be limited to, the measures identified on page 3.10.80 of the *Ninth & Stewart Mixed-Use Development FSEIS (Vol 1)*; a loading dock management plan that would discourage trucks from using the north/south portion of the alley.

DECISION - STATE ENVIRONMENTAL POLICY ACT

THE DIRECTOR OF DPD HAS DETERMINED THAT THE FSEIS HAS PROVIDED ADEQUATE ANALYSIS OF THE ALTERNATIVE PROPOSALS FOR THE SITE. THE PROPOSAL, MUP #3016917, IS APPROVED WITH CONDITIONS.

SEPA - CONDITIONS OF APPROVAL

Prior to Issuance of a Building Permit

1. If the applicant intends to work outside of the limits of the hours of construction described in condition #9, a Construction Noise Management Plan shall be required, subject to review and approval by DPD prior to issuance of any demolition, grading, or building permit, whichever is first. The Plan shall include proposed management of construction related noise, efforts to mitigate noise impacts, and community outreach efforts to allow people within the immediate area of the project to have opportunities to contact the site to express concern about noise. Elements of noise mitigation may be incorporated into any Construction Management Plans required to mitigate any short -term transportation impacts that result from the project.

2. The applicant shall provide DPD with a copy of a Construction Haul Route, approved by Seattle Department of Transportation.
3. A DPD approved Construction Parking Plan is required, demonstrating that specific locations and amounts of parking in nearby off-street parking lots will accommodate the project's parking demand during construction. This plan shall be provided to the Land Use Planner for review and approval (michael.dorey@seattle.gov).
4. The applicant shall make a pro rata mitigation payment pursuant to CAM 243 in the amount of \$265 to the City of Seattle.
5. The applicant shall make a pro-rata mitigation payment of \$6,720 to the City of Seattle for study intersections within SDOT's Active Traffic Management program.

Prior to Certificate of Occupancy

6. The applicant would submit to DPD's Traffic Planner, John Shaw, for review and approval, a traffic control plan, including trigger levels, to accommodate existing surges, for large events at the hotel that have a specific ending time.
7. The applicant would submit to DPD's Traffic Planner, John Shaw, a parking management plan to be implemented for large event, which would include, but not be limited to, the measures identified on page 3.10.80 of the *Ninth & Stewart Mixed-Use Development FSEIS (Vol.1)*.
8. The applicant will submit to DPD's Traffic Planner, John Shaw, a loading dock management plan that would discourage trucks from using the north/south portion of the alley that connects Howell Street and 9th Avenue.

During Construction

9. Construction activities (including but not limited to demolition, grading, deliveries, framing, roofing, and painting) shall be limited to non-holiday weekdays from 7am to 6pm. Interior work that involves mechanical equipment, including compressors and generators, may be allowed on Saturdays between 9am and 6pm once the shell of the structure is completely enclosed, provided windows and doors remain closed. Non-noisy activities, such as site security, monitoring, weather protection shall not be limited by this condition. This condition may be modified through a Construction Noise Management Plan, required prior to issuance of a building permit as noted in condition #1.

DESIGN REVIEW - CONDITIONS OF APPROVAL

Prior to Issuance of the MUP

10. The Green Street landscaping plan for 9th Avenue shall be changed into an integrated strategy that includes special paving and plantings *and* street furniture as part of a comprehensive design that fosters and elicits a strong and distinctive desire for people to want to be there.

Prior to Certificate of Occupancy

11. The Land Use Planner shall inspect materials, colors, and design of the constructed project. All items shall be constructed and finished as shown at the design recommendation meetings and the subsequently updated Master Use Plan set. Any change to the proposed design, materials, or colors shall require prior approval by the Land Use Planner (Michael Dorcy 206-615-1393 or michael.dorcy@seattle.gov).
12. The applicant shall provide a landscape certificate from Director's Rule 10-2011, indicating that all vegetation has been installed per the approved landscape plans. Any change to the landscape plans approved with this Master Use Permit shall be approved by the Land Use Planner (michael.dorcy@seattle.gov).

For the Life of the Project

13. The building and landscape design shall be substantially consistent with the materials represented at the Recommendation meetings and in the materials submitted after the Recommendation meeting, before the MUP issuance. Any change to the proposed design, including materials or colors, shall require prior approval by the Land Use Planner (Michael Dorcy, 206-615-1393, or michael.dorcy@seattle.gov).

Signature: (signature on file) Date: October 13, 2014
Michael Dorcy
Senior Land Use Planner
Department of Planning and Development